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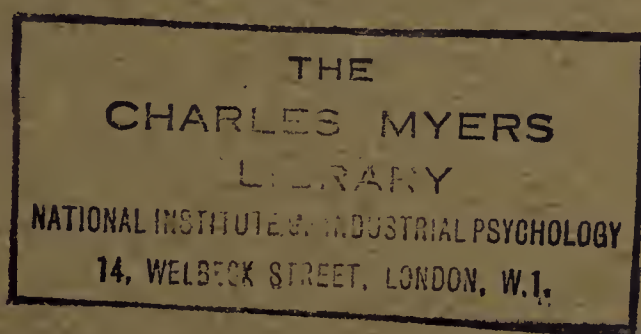
WHAT ARE THE MATERIAL AND PSYCHOLOGICAL CONSIDERATIONS WHICH SHOULD BE TAKEN INTO ACCOUNT IN THE ESTABLISHMENT OF A LOGICAL SYSTEM OF PROMOTION AND UP TO WHAT POINT HAS THIS ALREADY BEEN CARRIED OUT IN PRIVATE BUSINESS AND GOVERNMENT SERVICE?

— METHODS OF PROMOTION —

PREPARED BY

C. S. MYERS AND G. H. MILES

Principal and Director of the National
Institute of Industrial Psychology
— (of Great Britain) —



QUELLES SONT LES CONSIDÉRATIONS MATÉRIELLES ET PSYCHOLOGIQUES DONT IL FAUT TENIR COMPTE DANS L'ÉTABLISSEMENT D'UN SYSTÈME RATIONNEL DE PROMOTION ET JUSQU'À QUEL POINT EN A-T-ON TENU COMPTE DANS L'ADMINISTRATION PUBLIQUE ET PRIVÉE?

WELCHE SIND DIE MATERIELLEN UND PSYCHOLOGISCHEN ERWÄGUNGEN, WELCHE BEI DER EINFÜHRUNG EINES RATIONALISIERUNGSSYSTEMS FÜR GEHALTSERHÖHUNG ZU BERÜCKSICHTIGEN SIND UND IN WIEFERN HAT MAN HIERAUF IN ÖFFENTLICHEN UND PRIVATEN BETRIEBEN RÜCKSICHT GENOMMEN?

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Résumé.

L'adoption de méthodes systématiques pour l'avancement permet de réduire le mécontentement, de définir plus clairement les perspectives d'avenir et d'encourager les employés à travailler et à acquérir des qualifications pour obtenir un poste supérieur. Le système adopté doit cependant être assez souple pour s'adapter à une organisation grandissante et à tous les types de travailleurs.

La sélection du personnel au moment de l'engagement constitue une nécessité vitale. On doit enregistrer et contrôler périodiquement des informations provenant de tous les départements de l'entreprise sur les tâches, les salaires, la hiérarchie et les genres de travailleurs nécessaires pour les différentes opérations. De même, on doit systématiquement recueillir, contrôler et réviser des informations analogues sur chaque employé: santé, caractère, éducation, expérience acquise etc.

Les résultats qui ont été obtenus par l'envoi d'un questionnaire à un nombre considérable d'entreprises particulières et d'administrations

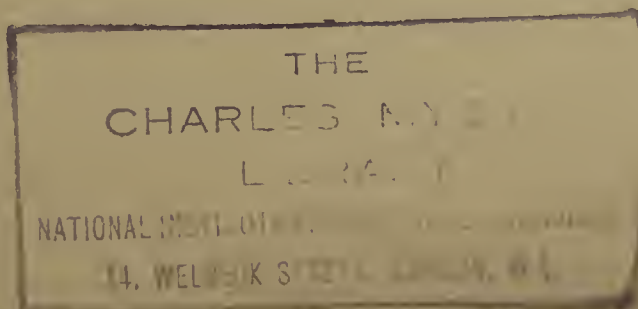
gouvernementales sont donnés dans la seconde partie de cette étude.

Zusammenfassung.

Ein systematischer Beförderungsplan vermindert Unzufriedenheit, lässt die Aussichten auf Beförderung klarer erkennen und regt die Angestellten zum Vorwärtskommen an. Ein solcher Plan muss jedoch plastisch genug sein, um den Anforderungen einer wachsenden Organisation und aller Arbeitergruppen zu genügen. Anfängliche Auswahl des Personals ist äusserst wichtig.

Angaben über die Pflichten, Gehälter, Rangordnung und Typen von Arbeitern, benötigt für die Tätigkeiten in den verschiedenen Abteilungen, sollten auf dem Laufenden gehalten werden; in ähnlicher Weise Unterlagen über den einzelnen Arbeitnehmer (Gesundheitsstand, Charakter, Ausbildung, Erfahrung usw.).

Im zweiten Teile dieses Berichtes werden die Ergebnisse eines Fragebogens wiedergegeben, der an eine bedeutende Zahl privater und staatlicher Unternehmen gesandt wurde.



Summary.

A systematic promotion plan reduces discontent, defines prospects more clearly and encourages employees to try and qualify for advance. Plan must, however, be plastic enough to meet needs of a growing organisation and of all types of workers. Initial selection of staff vitally important.

Information about the duties, salaries, gradations and types of workers required in all Departments should be recorded and checked periodically. Similarly details about every employee — health, character, education, experience and so on should be systematically recorded, checked and revived.

The results obtained from a questionnaire sent to a considerable number of private and Government concerns are given in the second half of the paper.

Two distinct questions have been submitted to the National Committees under this head by the Organizing Committee of the Congress.

A. What are the material and psychological considerations which should be taken into account in the establishment of systematic methods of promotion?

B. Up to what point has this establishment been already carried out in typical private businesses and in the Government services of this country?

In the following Report by the National Institute of Industrial Psychology (of Great Britain) to which the British National Committee referred these two questions, they have been treated separately.

A.

In order to ascertain "the material and psychological considerations which should be taken into account in the establishment of systematic methods of promotion" it will be well briefly to examine the desirable effects of such promotion methods and some of the circumstances determining their nature.

A systematic plan of promotion will tend to:

- a. define more clearly each employee's prospects;
- b. reduce discontent among the more capable employees;

- c. induce them to qualify for promotion;
- d. reduce the influences of favouritism and prejudice;
- e. increase general confidence in management.

Inasmuch as no manager can afford to allow his department to gain the reputation of being deficient in talent, the establishment of a definite plan of promotion will tend to awaken in him a greater interest in:

- a. the initial selection of his subordinates;
- b. their later development;
- c. the requirements of the various posts in his department and the qualifications of those who may be fitted to fill them.

But systems of promotion will necessarily differ according to the grade of work, the type of worker and the kind of organization to which they are applied. No organization, of course, should be unduly enslaved by any system which it establishes. The latter must be plastic enough to meet the demands of growth of the organization where growth is expected, and to meet the needs of the steady, plodding workers and of those from whom initiative is required. If in routine work regular promotion at stated periods to higher grades is inevitable, care must be taken that this practice does not extinguish ambition in the ablest workers who would otherwise early seek to qualify for still higher positions. And in the process of rationalisation the temptation must be recognized of reducing the number of higher positions to such an extent that the able and ambitious employees lose interest in the organization because they have no longer any reasonable chance of promotion.

It is clear that the smooth working of any systematic scheme of promotion involves a careful forecast of labour requirements and a correspondingly adjusted scheme of selection and training. Good initial selection of staff is of the utmost importance. To engage too many efficient and ambitious workers who will soon desire promotion to a larger number of higher posts than can possibly be available is almost as dangerous to morale as to engage so large a number of stolid, plodding workers that an insufficient number of them are later suitable to fill vacant positions. The experience of suitable men should not be limited to that of their

particular occupation or department. It is usually an advantage for the man who is to be promoted to be temporarily in touch with the man he is to replace. Training schemes are of the greatest importance and need to be established in order to develop both technical, executive and administrative qualities in those who show themselves fitted in any of these respects for later promotion.

Consideration must be paid to the advisability or inadvisability of engaging persons from outside to fill the higher posts in an organization, due regard being paid on the one hand (a) to the advantages of obtaining a person who through his past experience and reputation enjoys high prestige, possesses a wide "outside" knowledge and enters with a fresh viewpoint and with an unbiassed outlook, and on the other hand (b) to the disadvantages which arise from the discouragement and disappointment of those in the organization who fail to be promoted to this post, from their natural antagonism to a stranger, and from the latter's ignorance of the history, policy, details of work and personnel of the organization which he newly enters.

With these effects and considerations in view, we should clearly take the following steps in formulating any systematic plan of promotion.

1. Periodically obtain and systematically record *information concerning each of the occupations* occurring in different departments, in regard to:

- a. the processes and duties involved in each occupation;
- b. the gradation of different *occupations* in importance and difficulty;
- c. the gradation of salaries in relation to (b);
- d. the definition of normal lines of promotion;
- e. the type of person required for each occupation, — (1) physical and mental characters, (ii) previous education and technical training, and (iii) experience (if any) in other occupations needed in order to undertake each occupation.

2. Periodically obtain and systematically record *information concerning each of the employees* in different departments, in regard to

- a. his physical health, mental abilities, temperamental and character traits;
- b. his absenteeism, efficiency, length of service, promotions and wages;
- c. his education and training;
- d. his eligibility for certain occupations, for promotion, responsibility, etc.;
- e. his desire for promotion and his reasons (if any) for not desiring promotion.

Clearly this information can be properly obtained only by the cooperation of technical, administrative, and psychological experts. Without it any systematic scheme of promotion is impossible. Promotion should not be left in the hands of any one manager or his foreman. An employee may be best known to his foreman or manager; but the latter are too apt, even if unconsciously, to be influenced by favouritism or by prejudice. If an employee is to be promoted to some other department, they may be swayed by the desire to get rid of him if he appear harmful, or to keep him where he is if he appear useful. Good reasons may exist for not promoting him to take charge of a department in which he has hitherto been working; but jealousy or fear may prevent a manager from training a subordinate to be qualified to do so.

The final choice of any candidate for promotion should be left in the hands of personnel officers in collaboration with higher authorities. It should be the duty of these personnel officers to form their own opinion of his merits, by consultation among themselves and with as many persons as possible, by tests and interviews, and by reference to the history card which should be kept of each employee, on which the data enumerated above under (2) are systematically and periodically recorded. Rating scales, based on the interviews given, should be kept; and the follow-up, conducted under (2), should serve to determine the justification of every decision.

When no further promotion appears likely to be possible for a worker because he is reaching a "dead end" in his particular line of work and is unsuited for training in some other line, especial attention is needed in order to prevent a sense of injustice and discontent. For instance, it may be possible to enlarge the scope of his department, to establish a fictitious promotion,

or to give him a special increase in wages or salary.

B.

In order to obtain information about the extent to which systematic methods of promotion on the lines just mentioned have been carried out in typical private businesses and in the Government services of Great Britain, the following questionnaire was prepared and issued by the National Institute of Industrial Psychology.

I. Occupational Data.

1. Do you keep a record of the various occupations in your departments?
 - i. Is the record of each occupation kept separately?
 - ii. Are the occupations grouped in any special way?
2. Do your records of each occupation show to what extent any of the following qualifications are necessary?
 - a. Technical.
 - b. Educational.
 - c. Physical.
 - d. Mental.
 - e. Temperamental.
 - f. Other qualifications (please give details).
3.
 - i. Do your records of occupations show what experience is necessary:
 - a. inside the firm?
 - b. outside the firm?
 - ii. Do they show what training is to be given to employees engaged for the various occupations?
4.
 - i. Have you any method of relating salaries or wages to the importance of the work done or of the post held?
 - ii. If so, how is the relation determined?
 - iii. Have you a fixed grading of salaries and of increases in salary according to position held, length of service, etc.? If so, can you please give details?

II. Staff Data.

1.
 - i. Do you keep for each employee per-

iodic records containing any of the following particulars?

- a. Personal particulars.
 - b. Education.
 - c. Previous training and experience.
 - d. Health.
 - e. Mental abilities.
 - f. Temperamental characteristics.
 - g. Suitability for specific occupations.
 - h. Posts held in firm.
 - i. Promotions.
 - j. Salary or wage records.
 - k. Suitability for promotion, increases in salary, etc.
 - l. Absenteeism, etc.
- ii. If so, whence are these data obtained?
 - iii. By whom are they kept?
2. In selecting new employees:
 - i. Do you use selection tests? (If so, please give details.)
 - ii. Do you interview candidates? If so,
 - iii. is a record kept of the interview and of the interviewer's opinions?

III. Methods of Promotion.

1.
 - i. Do you keep special records of
 - a. employees eligible for promotion to higher posts, and of
 - b. employees desiring promotion?
 - ii. If so, how is eligibility for promotion determined, and
 - iii. how is expression obtained of a desire for promotion?
2. When selecting an employee for promotion to a given post, which of the following factors do you consider? (Please indicate by numbers their order of importance.)
 - a. Length of service.
 - b. Knowledge of work of new post.
 - c. Efficiency at present work.
 - d. Mental abilities.
 - e. Temperamental characteristics.
 - f. Character.
 - g. Other factors (please give details).
3.
 - i. Have you any system of training em-

- ployees who are eligible for promotion?
- ii. If so, please describe it briefly under the heads of
 - a. incidental training,
 - b. special trainig courses.
4. i. Do you find it necessary or desirable to engage persons for higher posts from outside your firm?
 - ii. If so:
 - a. to what extent, and
 - b. why?
 5. Are you chary of promoting an employee to a responsible position in the department in which he has been working? If so, why?
 6. Do you find that employees refuse to accept promotion:
 - a. frequently,
 - b. occasionally,
 - c. never,
 - d. under what conditions?
 7. If an employee reaches a "dead end" when no further promotion is possible, how do you usually deal with the situation?
 - a. Leave him where he is.
 - b. Enlarge the scope of his department.
 - c. Attempt to find him another post elsewhere.
 - d. Advise him to seek another post elsewhere.
 - e. Establish a fictitious promotion.
 - f. Give him special increases in salary or wages.
 - g. Other methods (please give details).
 8. If you cannot reward an employee by promotion to a post involving work of the same kind as that of his present post:
 - i. do you promote him to a higher post in which his experience will be of little use to him.
 - ii. do you arrange any course of training to compensate for his lack of experience, or
 - iii. what other method do you use?
 9. i. What is the result of your experience of the plans for promotion you have adopted?
 - ii. What advantages and disadvantages have they?

- iii. What changes do you consider advisable?

I. Private Businesses.

Of this questionnaire 184 copies were despatched to typical well-known private businesses which were grouped under the heads of:

- A. Banks, insurance companies, merchants, stockbrokers, etc.
- B. Retail stores.
- C. Transport organizations.
- D. Manufacturers.
- E. Miscellaneous (printers, publishers, dyers, builders, collieries, etc.).

The distribution of the questionnaire among these groups is shown in the column headed I in the following table:

Table I.

| Group | I | II | III | IV |
|-------------|-----|----|-----|-----|
| A | 28 | 3 | 6 | 19 |
| B | 20 | 0 | 8 | 12 |
| C | 8 | 0 | 1 | 7 |
| D | 113 | 14 | 43 | 56 |
| E | 15 | 5 | 3 | 7 |
| Total | 184 | 22 | 61 | 101 |

Column II in the above table gives the numbers of those who replied that they were unable to answer the questionnaire.

Column III gives the numbers of those from whom no reply at all was received.

Column IV gives the numbers of those who replied to the questionnaire.

From these 184 businesses 22 (12 per cent) replies were received (of Table I, Column II) that they were unable to answer the questionnaire, (a) because they considered the number of their employees to be too small to warrant the keeping of records, (b) because — not for reason (a) — they kept no records, or (c) because the questionnaire was not adapted to their "system", or because they had no fixed or uniform principles of promotion. The distribution of these 22 replies, for reasons (a), (b) or (c), under the five groups of business A—E

above mentioned, is shown in the following table:

Table II.

| | (a) | (b) | (c) |
|--------------|-----|-----|-----|
| A | 1 | 0 | 2 |
| B | 0 | 0 | 0 |
| C | 0 | 0 | 0 |
| D | 4 | 7 | 3 |
| E | 1 | 3 | 1 |
| Totals | 6 | 10 | 6 |

No reasons for failing to send replies to the questionnaire were received, after repeated efforts to obtain them, from 61 (33 per cent.) of the 184 businesses to which they had been sent (cf. Table I, Column III).

Replies to the questionnaire were received from 101 businesses (i. e. from 55 per cent.). If any conclusions can be legitimately drawn from the data in Column IV, Table I, it would seem that in groups D and E promotion schemes occur relatively less frequently than in groups A, B and C, and it is probable that in at least 35 per cent. of the organizations approached, no systematic methods of promotion have been established.

I. Occupational Data.

I. 1. About 60 per cent. of the 101 organizations that answered the questionnaire state that they keep some record of the various occupations in their departments. About 45 per cent. keep a separate record of each occupation, and 40 per cent. claim to have some system (generally unexplained) of grouping the occupations. But the term "occupation" is usually employed in a rather wide general signification.

I. 2. Of those who replied to the questionnaire, about 30 per cent. keep records of each occupation which show the (a) technical, (b) educational and (c) physical qualities necessary; while only 19 and 13 per cent. respectively keep records which show the (d) mental and (e) temperamental qualities necessary.

I. 3. i and ii. Only 27 and 15 per cent. respectively keep records of occupations showing what experience is necessary (a) inside and (b) outside the firm; and only 29 per cent. keep

records showing what previous training is necessary for employees engaged in various occupations.

I. 4. i, ii and iii. This question — on the relation of earnings to the importance of the work, and on the gradings of salaries — seems to have given greater difficulty than any other. Very few firms describe what may be called a "system" of relating salaries to the importance of the work. In only two of them (group B) is the relation of salary to sales achievement, individually and departmentally, calculated. Fixed increases of salary are common up to a certain age (24—27) or grade of position, beyond which increases are considered individually according to age, responsibility, length and value of service, ability and character.

II. Staff Data.

II. 1. i. Periodic records are kept for each employee, concerning the following particulars, with the following percentages of all replies to the questionnaire received:

| | | |
|---|----|----------|
| i. Promotions | 84 | per cent |
| j. Salary or wage records | 82 | „ „ |
| h. Posts held in the firm ... | 82 | „ „ |
| a. Personal particulars ... | 73 | „ „ |
| c. Previous training and experience | 70 | „ „ |
| l. Absenteeism, etc. | 67 | „ „ |
| b. Education | 64 | „ „ |
| d. Health | 56 | „ „ |
| k. Suitability for promotion, increases in salary, etc. | 54 | „ „ |
| g. Suitability for specific occupation | 45 | „ „ |
| e. Mental abilities | 36 | „ „ |
| f. Temperamental characteristics | 27 | „ „ |

These records are also kept only "to a certain extent" according to two or three other replies.

II. 1. ii and iii. iii-defined answers were obtained to the question — *whence* are the above data obtained? Of the 84 replies to the question — *by whom* are these records kept? — the distribution is as follows:

| | | |
|--|----|----------|
| Staff Manager, Staff Office, Employment Manager or Per- sonnel Officer | 36 | per cent |
| Secretary, Secretary's Office, etc. | 21 | „ „ |
| Accountant, Wages Department, Cashier, etc. | 21 | „ „ |
| Heads of Departments | 10 | „ „ |
| Welfare Department | 6 | „ „ |
| Records Office | 5 | „ „ |
| Works Office | 1 | „ „ |

II. 2. i. In replies from 61 businesses the claim is made that they use some form of "test" for selecting at least certain grades of their employees; of these businesses 14 use tests devised by the National Institute of Industrial Psychology,¹⁾ and 22 employ an educational entrance test.

II. 2. ii. In practically all cases it is stated that new employees are interviewed.

II. 2. iii. In 74 of these, a record is kept of the interview and of the interviewer's opinions, and in 5 others for some class of employees or to a limited extent.

III. Methods of Promotion.

III. 1. ia. One half of the businesses from which replies were received keep special records of employees eligible for promotion to higher posts (A = 63; B = 75; C = 71; D = 43; E = 14, per cent. of replies received for each of these groups). Here again groups D and E give a lower figure than the other three groups.

III. 1. ib. One-third of them keep special records of employees desiring promotion (A = 32; B = 75; C = 0; D = 34; E = 0, per cent.).

III. 1. ii. Eligibility for promotion is determined by the following considerations arranged in the order of their general importance, but this order is often stated to depend on circumstances.

Recommendation or report of superior, or periodic records or reports.

Ability in present position.

Personal observation.

Fitness for new position.

Experience.

Trial, tests or technical knowledge.

III. 1. iii. Expression of a desire for promotion is obtained most usually by the employee's application to a superior. In a few cases candidates are encouraged to apply: in a few others notice or advertisement is given of vacancies for promotion: a few replies state that such desire is not obtained but assumed. To this question 81 replies were received.

III. 2. In selecting an employee for promotion, the factors (in order of importance) considered are — (c) efficiency at his present work and (f) character; (b) knowledge of the work involved in his new post; (d) mental abilities and (e) temperamental characteristics rank next; and (a) length of service comes a long way last.

In 88 of the 101 replies (c) is considered; it is not considered in one reply, and is not mentioned in 12. In 24 replies it is regarded as the most important factor and never as the least important. Its average place in the list of factors is 2.3.

In 89 replies (f) is considered, it is not considered in one reply and is not mentioned in 11. In 23 replies it is regarded as the most important factor, and in only one as the least important. Its average place is 2.8.

The average places held by (b), (d) and (e) are 3.7, 3.8 and 4.1 respectively. First place is given to (b), (d) and (e) in 7, 6 and 4 replies; last place in 9, 1 and 13 replies, respectively.

Among g) "other factors" mentioned occur keenness, ambition, personality, personal appearance, power to control staff, ability to carry responsibility, endurance, willingness, punctuality, etc. Consequently, (f) character and (e) temperamental characteristics should almost certainly occupy a higher place than that given them in the above analysis.

III. 3. i. The existence of some system of training those employees who are eligible for promotion is mentioned in 65 per cent. of the 101 replies. Such system is lacking in 32 per cent. and is not mentioned in 3 per cent. of the replies. Training schemes are least frequent among (D) manufacturers (57 per cent.) and

¹⁾ This number is no doubt attributable to the Institute's previous connexions with several of the concerns to which the questionnaire was sent

among merchants and in certain other organizations included in (A).

III. 3. ii. It is impossible to give a succinct account of (a) the incidental training and (b) the special training courses provided and described in the replies received. The incidental training consists in general routine training, in transfers from department to department, or in understudying new work. The special training varies from special technical or administrative courses in various subjects given by the staff (sometimes by the staff training department) or at local Education Centres (evening classes), to the payment of all Technical School fees or of a retaining fee during a three years' course at a local University.

It is noteworthy that of those organizations that provide definite systems of training a large number have evidently found it worth while to develop them to a stage of considerable elaboration, and that of the eight organizations which consider changes to be desirable in their promotion-system (III. 9), five mention the introduction or improvement of systems of training for promotion.

III. 4. i and iia. The engagement of persons from outside in order to fill higher posts is carried out (a) frequently, in 13 per cent. of all the concerns, (b) occasionally in 31 per cent., (c) rarely in 29 per cent., and (d) never in 24 per cent. Of the 101 replies received to the questionnaire, the remaining 4 per cent contain no answer to this question or an answer so vague as to be useless.

Recourse to this practice is of course in most organizations unusual. It appears to occur most frequently in (B) retail stores and least frequently in (A) banks, etc., ii the small numbers of replies can be regarded as trustworthy. Between these extremes come — (E) miscellaneous organizations, (C) transport, and (D) manufacture, as is shown in the following table of percentage figures. (Table III.)

III. 4. iib. The most usual reason given for the engagement of persons from outside is their possession of special technical knowledge or training. Far less common reasons expressed are the need for men of wider experience and vision or of fresh outlook. An objection given to the practice is that "outsiders" are rarely the best material and often do not adapt themselves to the organization". On the other hand, one retail store claims that for its own type of business the engagement of men from outside is absolutely essential; and certain others find it necessary during times of rapid expansion or for some special class of employee (chartered accountants, designers, etc.).

III. 5. Of 93 answers received to the question of reluctance to promoting an employee to a responsible position in the department in which he has been hitherto working, 85 deny any such reluctance, 8 admit it and 4 say that it depends on the employee and on the occasion. The reasons advanced for promoting an employee from another department are that he exercises better authority and discipline and that the wider experience which he there gains increases his value to the organization.

III. 6. To the question whether employees refuse to accept promotion, 95 replies have been received, — 3 being "frequently", 61 "occasionally" and 32 "never". The chief reason for such refusal on the part of those employed in (B) stores and (D) manufacture is fear of responsibility or failure; but in other concerns, e. g. banks, insurance companies, restaurants, etc., this is not so common as private reasons, e. g. unwillingness to change location, to undertake service abroad, or temporarily to accept lower earnings.

III. 7. By far the most usual practice when an employee reaches a "dead end" where no further promotion can be made, is to leave him where he is. Far less commonly, attempts are made to find for him, or he is advised to seek

Table III.

| | A (19) | B (10) | C (7) | D (54) | E (7) |
|--------------------|--------|--------|-------|--------|---------------|
| Frequently | 5 | 30 | 0 | 15 | 14 per cent. |
| Occasionally | 26 | 40 | 14 | 34 | 43 „ „ |
| Rarely | 16 | 10 | 86 | 31 | 29 „ „ |
| Never | 53 | 20 | 0 | 20 | 14 „ „ |
| Total | 100 | 100 | 100 | 100 | 100 per cent. |

for himself, another post elsewhere. Still more rarely, he is given an increase in wages or salary, or the scope of his department is enlarged. Thus few concerns recognize the need for some substitute for promotion where promotion is impossible. In nine answers, the statement occurs that such a situation is avoided, cannot occur or has never arisen. One reply states that an economic salary is fixed for the "job" and that the employee is told when this limit is reached, whereupon it is open to him to remain at that salary or to seek another post elsewhere.

III. 8. About 50 per cent. of those who replied to the questionnaire evaded an answer to this question, — as to what happens when it is not possible to promote an employee to a post involving work of the same kind as that in which he is at present engaged. But of those who did answer, a large majority state that they arrange for a course of training to compensate for his lack of experience. Relatively few would promote him to a higher post in which his past experience would be of little use to him.

III. 9. i, ii and iii. Answers to these questions were contained in less than one-quarter of the questionnaires returned. The advantages claimed for the plan of promotions adopted agree closely with those already mentioned in the preamble to this Report. The only disadvantages described relate (a) to the occasional impossibility of promoting many deserving and ambitious employees and to the disappointment resulting, and (b) to the desirability of arranging for temporary advancement and subsequent retreat in cases where fitness for the new position is not assured.

Only eight organizations consider certain changes in their present system of promotion advisable. Five of these stress the need for improved methods of training; two demand better methods of initially selecting employees; and one advocates less reliance on personal opinion than on more systematic individual examination, oral and written, in the assessment of intelligence and adaptability for promotion.

II. The Civil Service.

It proved impossible to obtain answers to the

questionnaire which would hold for so complex a body as the Government Civil Service, but the following is an account of the main factors involved in the promotional system of the Service.

The Service is composed of two main groups:

1. Industrial (e. g. Post Office engineers, dock-yard workers, etc.). There are about 100,000 "industrial" workers.
2. Non-industrial, mainly clerical workers of various grades (e. g. writing assistants, clerical officers, higher clerical officers, etc.). There are about 300,000 "non-industrial" Civil Servants.

I. Industrial Civil Servants.

The promotional system of the dock-yards may be cited as illustrative of the industrial grades. Boys enter the yards as apprentices, and receive a very intense training. They are carefully watched, and boys with outstanding ability and potentialities are sent to Greenwich, where they receive an extremely good education and whence they are drafted into one of the higher grades of the dock-yard Service. The others fall into two classes, some entering the draughtsman grades, and the others entering the artizan grades.

Promotion in the various grades is primarily in the hands of the departmental managers; but artizans, for example, are not normally promoted until they have passed a special "trade" examination. Success in this examination makes them eligible for promotion, but in selecting for the highest posts in the industrial hierarchy seniority, personality, etc., are important.

A number of men refuse promotion. Some of them "get into a rut" and become adverse to change of any sort. For others, promotion will mean changing to another dock-yard, involving moving to a different and perhaps more expensive locality, sending their children to new schools, and so on. Moreover, the dock-yards have very definite traditions, dating back sometimes to the seventeenth century: loyalty to a yard may deter a man from accepting even a better post in another yard. Fear of responsibility is comparatively rare.

2. Non-industrial Civil Servants.

In 1920, the National Council for the Administrative and Legal Departments of the Civil Service formed a Committee on Promotion "to consider and report upon the principles and methods of promotion". As a result of the findings of this Committee, a system has been introduced whereby Annual Reports are prepared for all members of the Civil Service who come within the scope of the National Council, and these reports form the main source of information for the Promotion Boards in whose hands recommendations for promotion rest. The form of the Annual Report varies according to the department of the Service concerned, but the Model Form prepared by the Promotion Committee provides for information etc. on the following points.

- i. Dates of birth, of entry into the Civil Service, into his present department and into his present grade.
- ii. His knowledge (a) of branch and (b) of department.
- iii. Personality and force of character.
- iv. Judgment.
- v. Power of taking responsibility.
- vi. Initiative.
- vii. Accuracy.
- viii. Address and tact.
- ix. Power of supervising Staff.
- x. Zeal.
- xi. Official conduct.
- xii. General remarks, including note of any specific qualifications not included in items ii to xi.
- xiii. Degree of qualification for promotion to next grade.

A man is graded on items ii to xi according as to whether he is above average for his grade, average, or below average. In regard to xiii (degree of qualification for promotion) the reporting officer states whether he is (a) emi-

nently fitted for special and early promotion, (b) fitted for promotion but not for exceptional promotion, or (c) not yet fit for promotion. Adverse reports on a civil servant are communicated to him.

In considering Annual Reports of men who are being considered for promotion, an attempt is made to allow for variations in the standards adopted by the various reporting officers.

The lower grades — writing assistants, typists, etc. — are recruited by open competitive examinations. Members of these grades are eligible for promotion to the higher grades of clerical officers.

From the clerical grade, two lines of promotion open. (i) Promotion to the executive grade. The Promotion Boards who are concerned with promotion continually watch for men and women with outstanding abilities and potentialities that merit promotion to the executive grade. (ii) Promotion to the higher clerical grades. Annual Reports form the main data considered in these "normal" promotions. As it is common for several candidates for promotion to be of equal merit, age and seniority may frequently become the deciding factors.

Promotion within the executive grade depends largely on temperament and personality traits, on the potentialities shown for higher and more responsible posts, etc.

The highest — the administrative grade is formed partly by promotion, and partly by men selected by an exceptionally stringent competitive examination of which a special interview forms an essential part. Promotion within this grade depends upon such factors as ability, character, temperament, and the possession of the qualities necessary for the higher post.

In all the larger State Departments, Further Education Committees have been established.

Salaries are determined partly by comparison with those paid for similar work outside the Civil Service, and partly by the relation of supply to demand for workers.

